





# **Menominee Indian Tribe of Wisconsin Strategic Planning Initiative**

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# A. What is Strategic Planning?

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## I. Strategic Planning Basics

Strategic planning is a complex and ongoing process of organizational change. It is oriented towards the future and focuses on the big picture. Strategic planning aligns the Tribe with its environment, establishes a context for accomplishing goals, and provides a framework and direction to achieve the Tribe's desired future. Ultimately, it aims to influence all areas of operations and becomes a part of the organization's philosophy and culture. More specifically, strategic planning involves the following processes:

- 🔑 Forming a strategic vision of where the organization is heading;
- 🔑 Establishing objectives (i.e. converting the strategic vision into specific performance outcomes for the organization to achieve);
- 🔑 Crafting a strategy to achieve the desired outcomes;
- 🔑 Implementing and executing the chosen strategies; and
- 🔑 Evaluating performance (i.e. initiating corrective adjustments in vision, objectives, strategy or execution in light of actual experience, changing conditions, new ideas, and new opportunities).

Strategic planning aims to create improvements in governmental and administrative processes, resulting in an effective distribution of resources and improved service delivery by:

- ✂ Setting a clear and unified direction for all (e.g. everyone knows where we are going);
- ✂ Promoting community and organization participation;
- ✂ Identifying problems and possible solutions;
- ✂ Regulating growth of the organization and services areas;
- ✂ Promoting collaboration and integration of services (i.e. tears down territorial boundaries);
- ✂ Serving as a program performance assessment tool; and
- ✂ Serving as a budgeting tool.

## II. History and Background

In 2003, the Legislature laid the foundation for the development of a comprehensive strategic plan. At strategic planning training sessions facilitated by the College of Menominee Nation (CMN) the Legislature developed a mission and vision statement, and the following nine vision areas: Culture, Education, Economics, Health, Social, Natural Resources, Law Enforcement, Judiciary, Jurisdiction and Sovereignty. Following completion of the training, the Legislature realized the costs associated with the development of a comprehensive strategic plan, and elected to seek funding opportunities to support an organizational wide planning effort.

In 2004, the Tribe was awarded a three-year grant in the amount of \$524,050 to support this endeavor from the Department of Health and Human Services – Administration for Native Americans. The Legislature also adopted Resolution No. 04-07 to assure an in-kind match of \$177,973 through employee and community participation. Upon receipt of the award, the Tribe hired a Strategic Planning Coordinator to carry out the following goals and objectives:

- 🐾 **Year One** - The Tribe provided training to Management and Program Directors, and administered a community wide survey;
- 🐾 **Year Two** - Workgroups created implementation action plans and redesigned each of the visionary areas; community meetings were also held on a quarterly basis; and
- 🐾 **Year Three** - The implementation action plans were merged together to create the Tribe's comprehensive strategic plan and public hearings were held in each community.

### **III. Gaining Community Input**

The strategic planning process included community input in every phase of its development. The following community meetings and training sessions provided an opportunity for Tribal members to participate in the development of the strategic plan:

- ↓ Community-wide survey (see Appendix A);
- ↓ Five in-service trainings held with a total of 110 participants;
- ↓ Five large community meetings on and off the reservation;
- ↓ Three community meetings for elders in Keshena and Neopit;
- ↓ One Youth Leadership Conference;
- ↓ Two Summer Youth Participants Groups;
- ↓ Two Youth Alliance Groups;
- ↓ Six public hearings held on and off the reservation; and
- ↓ Bridges Out of Poverty Training provided to Legislators, Directors and Managers.



# B. Menominee History

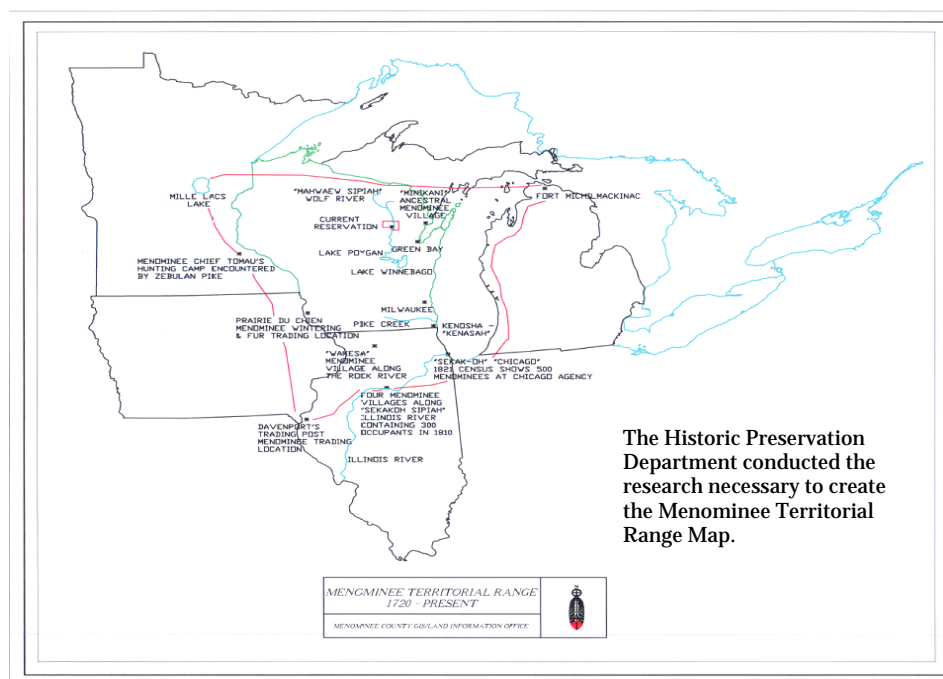
## I. Introduction

Menominee history is replete with examples of uncertainty and of its future being written by others. For this reason, any meaningful discussion about plans for the future of the Tribe cannot take place without first recognizing its long and rich history.

The Menominee, an Algonquin speaking Tribe, once referred to themselves as “Kiash Matchitiwuk” or “The Ancient Ones.” Surrounding Tribes knew the Menominee Tribe as “Omaeqnomenewak” meaning “Wild Rice People” due to its subsistence on wild rice. It was widely believed that when the Menominee entered a region the wild rice would follow. Menominee history and its connection to wild rice are important to the Tribe’s identity.

## II. Menominee Creation and the Evolution of the Clan System

Menominee history began with the Menominee creation story more than 10,000 years ago. Variations of the creation story exist today. Each version tells how the Menominee are indigenous to the area known as Wisconsin (Appendix C).



The Menominee creation story took place near the mouth of the Menominee River, where the creator transformed the five main clans from animal into human form. Each Menominee descends from the following five main clans:

- 🐻 **Bear Clan:** speakers and keeper of the law;
- 🦅 **Eagle/Thunderer Clan:** freedom and justice;
- 🐻 **Moose Clan:** community or individual security;
- 🦚 **Crane Clan:** architecture, construction and art; and
- 🐺 **Wolf Clan:** hunting and gathering.

The clan system was a mechanism for future planning; it helped the Menominee remain in balance as the Tribe carried out goals and objectives to ensure the survival of the Menominee throughout its early history.

### III. Treaty Era

The treaty era, which began with the Treaty of Peace on March 10, 1817, established a government-to-government relationship between the Tribe and the federal government. A total of eight treaties were entered into between the Tribe and the federal government during the next four decades, but two contested treaties were never ratified.

In 1821 and 1822, the federal government failed to sign treaties with the Menominee that would have required the New York Tribes to pay the Menominee for land cessions. These land cessions would have totaled 7,580,000 acres. However, a decade later the Menominee Tribe agreed to cede 500,000 acres of lands to the federal government for the benefit of the New York Indians and white settlers for \$20,000 dollars.

By the time the treaty era ended, the Menominee Tribe lost more than 10 million acres of land and was almost forced to relocate to Minnesota. Fortunately, the Wolf River Treaty, which was signed in 1854, granted 12 townships to be used as a reservation and a home. This treaty allowed the Menominee to achieve their goal of remaining on a portion of their ancestral homeland.

### IV. Pre-Termination

The period following the treaty era was marked by success and accomplishment. The following events represent only a fraction of the Tribe's successes, the Menominee:

- 🔦 Collectively refused to sell any portion of their lands;
- 🔦 Gained supervision over the management of its forest;
- 🔦 Constructed a sawmill and manufacturing plant for lumber and timber products; and
- 🔦 Stabilized the Tribal economy through diversification.

In 1871, Congress passed an act permitting the sale of Menominee lands upon the consent of the Tribal council. This was billed as an economic opportunity, but the Tribe viewed it otherwise. Timber had become a vibrant part of the national economy and non-Menominee were interested in natural resources on the reservation. The Tribe took a unified stand against the sale of lands in order to maintain its land base.

The Tribe influenced Congress to pass the LaFollette Bill in 1908. This act authorized the construction of a saw mill and manufacturing plant (Menominee Indian Mills) on the reservation. It established a selective logging system based on a sustained yield practice, meaning that no more logs could be cut than were grown in a single year. The Tribe was also required to develop a sound forest management plan. The federal government was responsible for ensuring that the sustained yield management practices were being followed.

The Tribe's sustained yield practices proved to be environmentally responsible and profitable. Menominee Indian Mills stabilized the Tribal economy and contributed to an annual budget of \$520,714. This assisted the Tribe in successfully maintaining a hospital, trade school, police force and justice system, while the federal government only provided \$144,000 in annual aid to the Tribe.

Beginning in 1931 the Tribe filed a series of lawsuits against the federal government for its failure to comply with the requirements of the 1908 act; mainly, its failure to properly manage the Tribe's forest. Following years of litigation, in 1951 the Tribe was awarded an \$8.5 million settlement against the federal government for its mismanagement claims. Although the settlement was initially hailed as a success, it actually signaled the start of one of the darkest chapters in Menominee history.

## **V. Termination**

At about the same time the Tribe received its settlement, the attitude in the Congress towards Indian Tribes shifted dramatically beginning with the passage of Public Law 280. This federal legislation removed criminal jurisdiction over Indians from Tribes to the States. It was the first in a series of misguided policies to end Tribal sovereignty and culminated with the enactment of federal legislation designed to terminate federal recognition of Indian Tribes.

The Menominee were among the first Tribes targeted for termination due to its relative economic success. Although a bill terminating the Tribe probably would have passed without the Tribe's consent, the Congress used the Tribal membership's desire for a per capita payment out of the 1951 settlement as leverage to gain the consent of a small minority of the Tribe. Consequently, when the Tribe sought congressional legislation to approve distribution of a \$1,500 per-capita payment to each of its 3,270 Tribal members, the Congress attached a clause for termination unbeknownst to the Tribe. This legislation was signed into law on June 17, 1954 by President Eisenhower.

As a result of the Menominee Termination Act, the Tribe's lands that were held in trust were transferred into private ownership in the name of Menominee Enterprises Inc. (MEI). Additionally, the Tribe lost its right to self governance, and the Tribe's members ceased to be eligible for many services provided by the federal government to Indians. Other deleterious effects included the following:

- ✧ A once thriving hospital, law enforcement center and power plant were closed;
- ✧ MEI and the Tribe's members were subject to Wisconsin's civil and criminal laws, including state taxation; and
- ✧ Portions of the Tribe's land base were sold by MEI through the "Lakes of Menominee Project" to pay property taxes.

Although many of the Tribe's members believed termination brought with it potentially serious consequences, its actual affects were far worse. Not only had the Tribe lost its right to govern itself, it was beginning to lose its natural resources and many feared that it was losing its cultural identity. This growing sentiment led several Menominee to form a grassroots movement aimed at restoring the Tribe's federal recognition.

The sale of Menominee lands prompted the formation of a grassroots group known as Determination of Rights and Unity for Menominee Stakeholders (DRUMS). DRUMS protested the mechanisms of termination and renewed a sense of the Tribe's political and cultural identity. Seven DRUMS members were elected to the MEI board and by gaining the majority vote they were successful in stopping the sale of lands. This was the first in a series of events that paved the way to restoration.

DRUMS organized a "Menominee March for Justice" that began in Keshena and ended two-hundred and twenty miles later at the State Capital in Madison. This demonstration increased awareness of the Menominee struggle with termination and the negative impacts of termination. The Menominee restoration efforts gained the attention of Wisconsin Governor Lucey who invited members of DRUMS, the MEI Board, and the Menominee County Board to discuss potential restoration legislation.

## **VI. Restoration**

DRUMS and MEI drafted the Menominee Restoration Bill with assistance from the Native American Rights Fund. The restoration bill emphasized self-determination in addition to restoration. Many Menominee were reluctant to reinstate the paternalistic relationship that existed between the Tribe and the federal government prior to termination. It was argued that self-determination must be explicitly stated in the proposed provisions of the restoration bill to include:

- ✧ Federal recognition of all Menominee as Indians eligible for federal governmental services and benefits;
- ✧ Re-opening of the Tribal rolls;
- ✧ Restoration of tribal lands to federal trust status;
- ✧ Purchasing lands sold during termination;

- ✿ Compensation to the Tribe for damages caused by termination;
- ✿ Creation of an economic development program on the reservation; and
- ✿ Paving the way to retrocession of criminal jurisdiction from the State to the Tribe, which was lost with the passage of Public Law 280.

Wisconsin Senators William Proxmire (D) and Gaylord Nelson (D), and Wisconsin Congressman Harold Froehlich (R) introduced the Menominee Restoration Bill on behalf of the Tribe. Although support for restoration was not unanimous, a significant number of supporters advanced the restoration effort. Menominee delegations showed their overwhelming support at public hearings in Keshena and in Washington D.C.

Support for restoration did not rise from the State of Wisconsin and the Tribe alone, national Indian organizations and other Tribes also pressed for restoration. Indian activism on a national level had successfully pressured Congress to re-examine its existing federal Indian policies. Consequently, restoration and self-determination became a goal for the Nixon Administration. President Richard Nixon signed the Menominee Restoration Act into law on December 22, 1973.

Restoration provided for the Tribe's federal recognition as a sovereign Indian nation and returned the Tribe's assets to federal trust status. The restoration bill also required the election of a nine member Menominee Restoration Committee (MRC) by the Tribal membership. MRC was charged with managing Menominee affairs until the adoption of a tribal constitution and bylaws and the installation of a new government. MRC was responsible for the following:

- ✿ Receiving grants and entering into contracts with various agencies;
- ✿ Making the Tribal roll current in accordance with the act;
- ✿ Drafting the Tribe's constitution and bylaws; and
- ✿ Conducting the election of the first Menominee Tribal Legislature.

## **VII. Constitution and Bylaws of the Tribe**

The Tribe adopted the Constitution and Bylaws of the Menominee Indian Tribe of Wisconsin in 1976. The Tribe's constitution and bylaws establish the governmental structure consisting of legislative and judicial branches. The legislative branch has the power to enforce and make laws within the limitations of the Constitution and Bylaws. Legislative powers also include:

- ✿ Seeking legal counsel subject to the approval of the Secretary of the Interior;
- ✿ Protecting the land and other Tribal assets;
- ✿ Negotiating with federal, state and local governments; and
- ✿ Electing a Tribal Chairperson, Vice-Chairperson and Secretary.

The Tribal Judiciary is a separate but equal branch of government consisting of a Lower Court, Supreme Court and the Election Commission. The Tribal court system has jurisdiction over all Native Americans within the exterior boundaries of the Menominee Indian Reservation. Powers of the Tribal Judiciary include the following:

- ✿ Jurisdiction over civil and criminal matters;
- ✿ Interpreting the constitution and bylaws and ordinances of the Tribe; and
- ✿ Enforcing election laws.

The constitution also designates the Menominee Tribal Enterprises (MTE) as the principle business arm of the Tribe. In this capacity, MTE is responsible for:

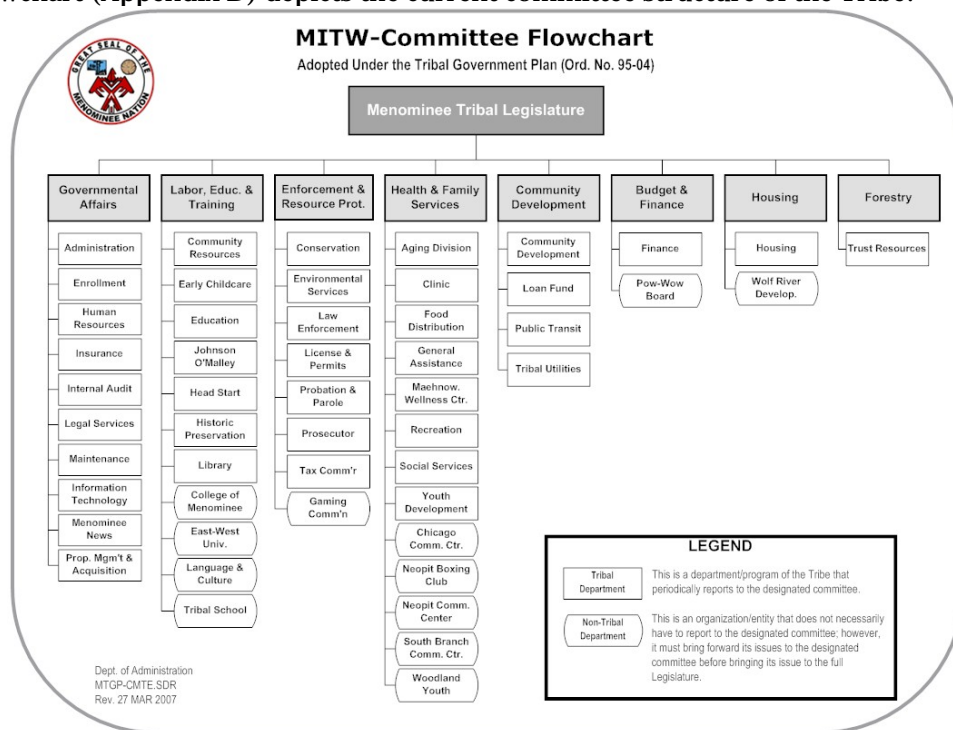
- ✿ Managing the Tribal forest lands;
- ✿ Operating the Tribe's sawmill operations; and
- ✿ Operating subsidiary businesses that are within its scope of authority.

## VIII. Committee Structure of the Tribe

The Tribe's committees are evolving into an increasingly complex structure that addresses a wide range of issues and concerns. Committee membership consists of legislative members, Tribal members and representatives from various departments and agencies. The Tribal Chairperson appoints the legislative members to the various committees who then serve as its chairperson, while community members who express an interest in serving on a committee are appointed by the Legislature. The structure consists of the following committees:

- ✧ **Constitutionally Required Committees** – These committees are specifically identified in the constitution and their functions are clearly defined in this document as well;
- ✧ **Legislative Committees** – These committees provide research, investigation and advisory assistance to departments and the Legislature;
- ✧ **Internal Committees** – These committees provide guidance and recommendations in governmental functions;
- ✧ **Ad-Hoc and Task Force Committees** – These committees are temporary and project specific;
- ✧ **Commissions and Boards** – These committees are focused on providing oversight and supervision of designated areas;
- ✧ **Federal and State Committees** – These committees are required by federal and state funding agencies; and
- ✧ **External Organizations** – These are organizations outside of the political structure that the Legislature has maintained membership with.

The following flowchart (Appendix D) depicts the current committee structure of the Tribe:

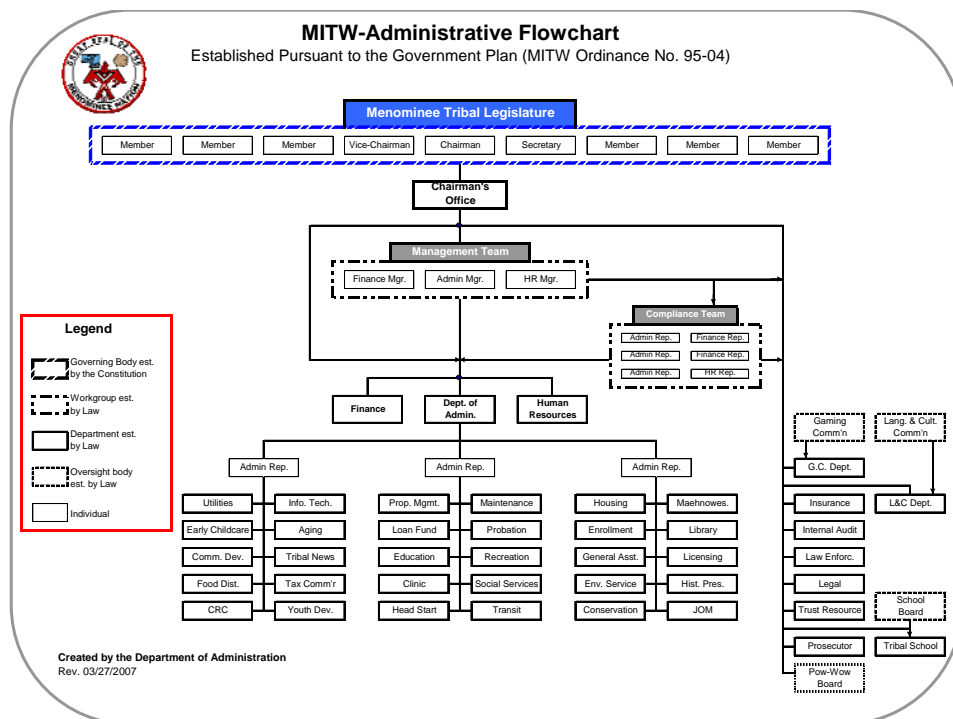


## IX. Administrative Structure

In 1979 the Tribe operated twelve programs that were supported by \$231,000 in Tribal funds. These twelve programs consisted of various constitutionally required programs, such as the Chairman's Office, Judiciary, Law Enforcement, and other programs providing core governmental services.

Since 1979, the Tribe has dramatically increased the quality and level of services to its membership with the addition of local and intergovernmental revenues. On the local front, the Tribe developed its revenue base through the addition of various fines, fees, taxes, and most notably, gaming. The Tribe is able to secure more federal and state dollars because of its ability to demonstrate quality services and management.

Today the Tribe is comprised of over forty departments collectively encompassing more than three hundred grants and contracts. There are more than seven hundred individuals employed by the Tribe. The Tribal Government Plan, which was adopted by Ordinance No. 95-04, provides the foundation for government operations. The following flowchart (Appendix E) depicts the current administrative structure of the Tribe:



This administrative structure provides for accountability and management of the Tribe's departments. While it identifies services and supportive resources, it also demonstrates interdependence. As the organization grows, this structure and the relationships become increasingly complex.

The Tribe's structure is continually growing and the Legislature recognizes that a strategic plan is needed to manage and plan its continued growth. To achieve this, culture, education, health, economic, justice, social, and natural resources have been identified as target areas with specific goals and objectives incorporated in this plan.



# **C. Mission and Vision: From Conception to Creation**

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## **I. History of the Tribe's Mission and Vision Statement**

In 2003, the Legislature began the strategic planning process by drafting a mission and vision statement as well as an implementation plan that included goals and objectives. The Legislature also identified nine guiding visions to include the following target areas: social, natural resources, culture, education, health, economics, law enforcement, judiciary, and jurisdiction and sovereignty.

Management and department directors furthered the Legislature's work by refining the mission, vision and following vision areas: culture, education, economic, health, justice (consolidating the Legislature's original target areas of law enforcement, judiciary, and jurisdiction and sovereignty), social, and natural resources. The mission and vision statements underwent significant revisions.

## **II. Mission Statement of the Tribe**

The mission of the Omaeqnomenewak (People of the Wild Rice) is to promote, protect, and preserve our rights, resources, and culture by utilizing responsible leadership and judicious exercise of our sovereign powers.

## **III. Vision Statement of the Tribe**

We envision the Omaeqnomenewak (People of the Wild Rice) as a strong, healthy and proud nation living in accordance with its culture and beliefs possessing the resources necessary to be successful in achieving our goals.

## **IV. Value Statement of the Tribe**

As Omaeqnomenewak (People of the Wild Rice) we value our children, elders, and each other, preserving our language, tradition, history and culture for generations to follow.

## **V. Goals and Objectives**

To support the mission and vision and add further depth to the plan the Legislature, management, department directors and community members created a host of goals and objectives to be implemented, monitored, and evaluated.